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STUDY PROJECT

THE MILITARY SERVICES AND PROFESSIONAL DEVELOPMENT OF
PUBLIC AFFAIRS OFFICERS--IS THERE A BETTER WAY?

BY

LIEUTENANT COLONEL MICHAEL V. SULLIVAN

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USAWC MILITARY STUDIES PROGRAM PAPER

THE MILITARY SERVICES AND PROFESSIONAL DEVELOPMENT OF
PUBLIC AFFAIRS OFFICERS -- IS THERE A BETTER WAY?

AN INDIVIDUAL STUDY PROJECT

by

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23 March 1989

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ABSTRACT

AUTHOR: Michael V. Sullivan, LTC, AR

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Each service, or as stated in pertinent Department of Defense directives, "Military Department," operates a public affairs apparatus. The officers who direct and function within these structures are identified, trained, professionally developed and promoted in ways both peculiar to and common among each service. These peculiarities and similarities have created strengths and weaknesses in the public affairs activities of each service. This study examines each service's program. It also examines the Department of Defense school for public affairs professionals. The purpose of both examinations is to seek ways to synthesize service methods and broaden utilization of the existing educational structure. This might enhance professionalization of public affairs activities across the services and, coincidentally, offer considerable savings in educational costs.

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TABLE OF CONTENTS

	Page
ABSTRACT.	ii
CHAPTER I. INTRODUCTION.	1
The Structure	2
Looking at Each Service	3
CHAPTER II THE NAVY.	5
Accession	5
Training and Education.	6
Professional Development.	7
Promotion Opportunity	7
Female Officers	8
CHAPTER III THE ARMY.	10
Accession	11
Training and Education.	12
Professional Development.	14
Promotion Opportunity	15
Female Officers	16
CHAPTER IV THE MARINE CORPS.	17
Accession	17
Training and Education.	18
Professional Development.	18
Promotion Opportunity	19
Female Officers	19
CHAPTER V THE AIR FORCE	20
Accession	21
Training and Education.	21
Professional Development.	23
Promotion Opportunity	24
Female Officers	24
CHAPTER IV THE UNITED STATES COAST GUARD	26
Accession	26
Training and Education.	27
Professional Development.	28
Promotion Opportunity	28
Female Officers	28
CHAPTER VII THE DEFENSE INFORMATION SCHOOL.	29
CHAPTER VIII FLAG OFFICERS	33
CHAPTER IX CONCLUSIONS	35
CHAPTER X RECOMMENDATIONS	37
FOOTNOTES	41
BIBLIOGRAPHY.	46
APPENDIX 1.	
APPENDIX 2.	

CHAPTER ONE

IS THERE A PROBLEM?

In the September 12, 1988 issue of Army Times, correspondent Fred Reed made the following observation:

Almost all breaking news about the military comes from the public affairs offices of the three services in the Pentagon. These outfits have distinct personalities and philosophies. The Army PAO, which is the best of the active-duty services, is thoughtful, friendly, argues its case when criticized and reminds me of a big eager puppy. The Air Force is friendly, efficient and never volunteers. The Navy is surly, combative, inefficient and unhelpful. Why, I don't know, but the pattern has held for years.¹

The statement struck this Army Public Affairs Officer, one who had long admired the Navy public affairs program, hard. How could the Navy, a service that passionately pursues a positive public image, earn such a comment from a journalist on whom it depends for transmittal of its message? Does the phrase, "the pattern has held for years," point to a problem peculiar to the Navy?

Mr. Reed is not alone in his criticism, however focused his might be on the Navy. Former Senator J. William Fulbright once charged that Pentagon public affairs officers confuse American values of free information with the dissemination of propaganda.² Professor Juergen Herse of Florida International University, a respected and influential analyst of public information programs states that "... the time has come -- indeed, is long overdue -- for an intensive examination of the public information profession as practiced by the Pentagon."³

Is there something to be learned from all of this, something that can serve the Army and its sister services well over the long term as the Department of Defense competes for resources in an era of declining budgets?⁴

A guess is that there is something to be learned. Another is that we in the Department of Defense must learn it if we are going to retain our current standing with the public.⁵ My belief is that the lessons can be found in an examination of how the services identify, access, train, professionally develop, and assign officers who specialize in what one expert calls "the necessary art."⁶

Supporting the art is a structure that is impressive, both in its foundation and magnitude.

THE STRUCTURE

The services conduct their public affairs programs under the broad guidelines of Department of Defense Directives 5122.5, 5160.48, 5400.10, and 5410.19. They must assign officers to public affairs organizations, conduct media and public relations activities, adhere to Department of Defense policies mandating the public's right to know what its Armed Forces are doing in the national defense and tend to the dictates of the Freedom of Information and Privacy Acts. The DOD official responsible to the National Command Authority for these activities is the Assistant Secretary of Defense for Public Affairs. Virtually every major network, newspaper, wire service, news magazine and military journal maintains a

correspondent in the Pentagon. Finally, the Department of Defense, through an element called the Armed Forces Information Service, has its own school, the Defense Information School, that trains officers and enlisted people in the communication arts.

Given this common foundation for public affairs activities, it is interesting how each service approaches the challenge of identifying, accessing, and developing its public affairs officers. The differences are broad, deep, and may, in themselves, explain the views held by the angry Mr. Reed. Such differences may be unnecessary, indeed foolish, at a time when resources are tight, the demand for timely and accurate information is pervasive and persistent, and there is apparent agreement among the services on exactly what a "public affairs professional" is. An examination of the various public affairs officer professional development programs will illustrate my point.

LOOKING AT EACH SERVICE

As I assessed each program, I did so with a view toward the long term -- how does each service acquire, nurture and professionally qualify an officer who can serve in the Office of the Assistant Secretary of Defense for Public Affairs and be equal to the duties described in this job description:

"Responsible for developing and implementing efficient news service policies and procedures for the Department of Defense, including the Armed Services. Assures that news materials are made available to the news media so that the public is adequately kept informed of DOD activities. Provides guidance and assistance to other

elements of DOD in this regard. Maintains liaison with the nation's news media, providing guidance and assistance to them in preparing news stories on the department's operations. Directs, coordinates and supervises staff of information professionals in the dissemination of information. Principal advisor to the ASD(PA) on news matters."

Their challenge, in sum, is to develop a broadly competent, operationally experienced⁷ officer who has been successful enough to earn selection to O-5 and attendance at a senior service college. This, given selection rates on the order of 65% to O-5 and less than 10% to senior service college, is no small challenge.

CHAPTER TWO

THE NAVY - BUILDING STRENGTH WHILE REMEDYING WEAKNESS

The current Navy approach to its Public Affairs Officers is summarized in a "Career Model" which aims at "developing a broad Navy experience base with the goal of creating an experienced 165X Captain who can serve in any 165X billet."¹ The effort begins at accession and continues throughout what is projected as more than 18 years of professional development and utilization. The model was developed in a 1986 study directed by the current U.S. Navy Chief of Information, Rear Admiral J.B. Finkelstein.² He has recently stated that virtually every element of the model is now in place. It will serve as the comparative base for my assessment.

ACCESSION

Naval officers are accessed into Special Duty 165X after what is called their initial sea tour, generally three to five years of service. Selection criteria, in order of importance, are past military record (quality of fitness reports), warfare qualification, related academic degree, public affairs experience and, if possible, interviews. None are regarded as absolute. The number of officers accessed each year is limited by the number of vacancies in the community, currently restricted to approximately 210 officers (who are assigned against 218 billets across all grades).

TRAINING AND EDUCATION

The study determined that formal public affairs training in the Navy was (and probably still is) marginal. Most (85%)⁵ newly accessed 165X officers attend the basic Public Affairs Officers Course at the Defense Information School, which consists of nine weeks of entry-level instruction in the theory, concepts, policies and principles of DOD public and media relations.⁶ Following this, there is no formal, Navy sponsored training program for mid-grade and senior public affairs officers. However, as a result of the study, the Navy Chief of Information now has an officer detailed to program experienced Navy 165X officers into follow-on training programs offered by other services.⁷

As for professional civil and military education, the Navy, again, has no formal, pervasive program for its public affairs officers. Post-graduate schooling is limited by both requirements and officers available for attendance. Attendance at the Naval War College is limited to one O6 or O5 and one O-4 per year. Here it is interesting to note that, even though 18 percent of the Navy's public affairs billets are on joint staffs, the Navy has no joint professional education quotas at the National Defense University or Armed Forces Staff College for its 165X officers.⁸

PROFESSIONAL DEVELOPMENT

As pertains to this paper, the most significant finding of the Navy study, and the one which has generated most of the ongoing effort, was:

"...there has been no apparent pattern of assignments through detailing of 165Xs which would indicate the establishment/existence of a methodically applied and officially endorsed career experience pattern."⁹

The effect of this has been what the study calls "critical imbalances" and "experience deficits"¹⁰ for senior Navy public affairs officers. This, in turn, limits assignment possibilities for senior officers and could stagnate the growth of other officers below them. Action was necessary.

What emerged, and what is now serving as guidance for those responsible for assigning 165Xs, is a 165X Career Model, which mandates both the type and location of assignments a Navy PAO must have in the course of 5-7 tours. This model is at Appendix 1. Only time will tell if it produces enough of those "165X Captains who can serve in any 165X billet."

PROMOTION OPPORTUNITY

Another highly significant finding of the study was:

"...that there is a real career advancement problem, particularly in the timing of the flow point for 165X promotion to Lieutenant Commander (0-4) vis a vis unrestricted line counterparts¹¹ with equal time in service. Also, the very high retention rate (96%) of senior 165X officers [Captain/Commander (06/05)] who are retirement eligible, does reduce the vacancies in those grades, which, in turn, impacts on flow points and/or selection opportunity for every officer junior in rank."¹²

The Navy is dealing with this problem with a three step process: restriction of accessions by basic year group, early involuntary release from active duty of officers whose manner of performance reveals poor potential for long term service and selective early retirement for 05s and 06s who have failed at promotion or whose manner of performance warrants release.¹³

There is good news, however. The fact is that Navy 165X officers do get promoted at rates equal to or greater than the rest of the Navy -- they just get promoted somewhat later in their careers (for 04s, up to two years later).

FEMALE OFFICERS

The Navy sees no problem in this area. To quote from their study:

"...the female 165X officers have been fully integrated (within legal-policy constraints) into the public affairs community over the past ten years. In that period, there has been no attempt to set numerical quotas or overly restrict female officer career development."¹⁴

IS THE NAVY ON AN ISLAND?

As one ponders "all of the above" about the Navy, the clear impression is that of a service taking a hard look at itself and getting better every day. But all of this effort may well be ultimately undermined (and give Mr. Reed continuing grist for his mill) by the following fact -- nearly one-third of all PAO billets in the Navy are in Washington. Fifty-two percent of the 06s, 38 percent of the 05s, 29 percent of the 04s and 25 percent of the 03s work in and around the Pentagon.

Couple this statistic with the aforementioned issues -- lack of education and professional schooling opportunity, delayed promotion, and too few officers for too many billets, and the Navy may have a recipe for the insularity so bothersome to Mr. Reed.

Can the Navy break out of what might be a self-defeating system? Do the methods used in other services apply?

CHAPTER III

THE ARMY - THE WARRIOR AS PUBLIC AFFAIRS OFFICER

Officer Personnel Management in the U.S. Army is markedly different than in the other services and this colors every aspect of an Army Public Affairs Officer's career. Simply stated, being an Army PAO is first, last, and always secondary to being a member of one of the Army's 16 career management branches for officer personnel.¹ Army Public Affairs Officers hold designation of functional area 46, one of 12 functional areas Army officers can pursue. However, their careers are managed and assignments are made almost always by their branch managers.

The Army Chief of Public Affairs, then, is faced with a dilemma as he, on the one hand, is the proponent for public affairs officer professional development but, on the other hand, has "proprietaryship" over none of them.

Interestingly, the current Army Chief of Public Affairs, Brigadier General Patrick H. Brady, mirrored the Navy effort by directing that a study be done on professional development of public affairs officers. Most of what follows in this chapter reflects the findings of that study as they apply within current Army personnel policies.

ACCESSION

A June 1988 letter from the Army Chief of Public Affairs to the Commander of the Total Army Personnel Agency stated, in part: "The Public Affairs community must be representative of the Army's diverse population if we are to remain creditable spokespersons for our commanders."² This disposition is apparent in the Army's continuing effort to access the right officers into functional area 46.

The rules for accession are both clear and flexible. During their eighth year of service,³ and after attaining promotion to 03 and what the Army calls "branch qualification" in their "warrior" skill, officers apply for designation of a functional area. Each functional area (FA) proponent has established criteria for accession into a particular specialty. FA 46, Public Affairs, calls for a strong overall manner of performance and a supporting baccalaureate degree (English, Journalism, Communications, Marketing, or other degrees) emphasizing communications skills.⁴ Branch managers screen the applicants within their branch. They then designate those who meet the criteria and others who may not meet the criteria but are required to fill a quota for designation within a year group. A functional area monitor acts as a broker of the process, insuring that the best interests of the Army, the functional area, and the designated officers are met. Out of this process comes the 130 or so officers who become Army PAOs each year.⁵

A unique feature of the Army accession process is the Advanced Education Requirement Billet. Each year the Army places ten exceptionally well-qualified officers into Advanced Civilian Schooling to pursue a Master's degree in a Public Affairs-related field. Indeed, nearly 20 percent of the total functional area 46 spaces in the Army have been designated as requiring an officer with a Master's level education. The effect of this program is accession of some exceptional young officers into public affairs who are then immediately given an extraordinary educational opportunity.

TRAINING AND EDUCATION

Training for Army PAOs parallels that of the Navy, up to a point. Almost all FA 46 officers attend the Defense Information School for the Public Affairs Officers Course before their first tour as a PAO. Almost all serve under the supervision of an experienced Public Affairs Officer before striking out on their own. Many, as stated above, get Master's degrees in related fields. As he or she approaches a second or third tour, however, several advantages in training and education opportunity accrue to the Army officer.

The fact that the Army's personnel management system requires that there be, roughly, three officers designated PAOs for every PAO billet that exists creates these opportunities.⁷ Simply stated, and as opposed to virtually all of their counterparts in other services, Army PAOs can be given the time

to be trained and educated while no commander goes without a staff PAO. No other service can do that -- they send a PAO to school a billet lays empty.

The specific Army programs rely heavily on civilian expertise and institutions. Each summer at the University of South Carolina, the Army gathers 20 of its best young Public Affairs professionals for nine weeks of academically intense grounding in public affairs skills. Carrying nine graduate credit hours, this Army Advanced Public Affairs course serves to refine the abilities of the PAO about to take on heavier responsibilities.⁸

Another training plum for Army PAOs is the Training With Industry Program. Highly selective, the program places five officers in civilian public relations, communications, advertising, broadcast and journalism organizations for one year of internship-type learning under the supervision of management-level professionals. Following this training, the selectees are placed in Army PAO positions specifically designed to best utilize their new skills. As an example, those who train with advertising agencies are assigned to the U.S. Army Recruiting Command Marketing Directorate for a minimum of three years after Training With Industry.⁹

Finally, the Army seeks and fills quotas for its PAOs in the U.S. Air Force Public Affairs Short Course at the University of Oklahoma. Similar in concept but narrower in

scope than the Army's Advanced Course, the Air Force program is, again, used to refine the skills of officers about to move into higher-level responsibilities.

PROFESSIONAL DEVELOPMENT

A series of statements from a "Public Affairs Philosophy" paper published by the Chief of Public Affairs best summarize the Army's approach to professional development:¹⁰

"Initial public affairs assignments will only occur after the officer is fully branch qualified as defined in DA Pamphlet 600-3...

Public affairs officers serve in both branch and public affairs assignments throughout their career...

Single track¹¹ limits promotion opportunity and school selection.

The performance standard for success as a public affairs officer is completion of the Public Affairs Officers Course, Defense Information School, and meeting/exceeding the standards set for acceptable job performance in a public affairs billet."

Moreover, the Army is attempting to enforce the following guidelines in developing a broadly capable PAO in a series of assignments between the 8th and 18th year of service.¹²

- A first assignment in an O-3 position under the supervision of another FA 46 officer.
- A Corps PAO¹³ will have previously been a Division or equivalent PAO.
- A MACOM¹⁴ PAO will have previously been a Corps or Equivalent PAO.
- No officer will serve on the Army staff who has not had a PAO assignment in the field.

The effect of these guidelines, and the driving philosophy, can be seen in "career models" at Appendix 2. The effort at true, long-term professional development is being made by the Army. Unfortunately, the best laid plans do not always produce the desired results, as can be seen in the next discussion.

PROMOTION OPPORTUNITY

Army PAOs have trouble competing for promotion. While not an issue at 0-4 (because the Army selection procedure to major does not emphasize functional area designation) it has been and continues to be a concern at 0-5 and, in particular, at 0-6.

Since 1982, Army PAOs have been selected for 0-5 at rates less than the rest of the Army half the time. As for selection to 0-6, PAOs have been below the Army average selection rate five out of seven times.¹⁵ The question is, of course, why this is, given the apparent effort to keep PAOs professionally competitive and competent.

If there are answers, they may lie in observations made by Brigadier General Brady. "PAOs are not regarded as warriors," he said, "and their commanders, as a rule, hate dealing with the media. The PAO is treated like a member of the media, instead of like a soldier. I'm trying to turn that around by insisting that Army PAOs concentrate on being warriors first."¹⁶

The Army's officer personnel management system, it would seem, is designed to do just that. A solution, then, may be unattainable, unless the quality of officer being accessed in FA 46 takes care of the problem over the long term.

FEMALE OFFICERS

Another concern in the senior Army public affairs structure is the number of women in the functional area. The numbers are startling -- the percentage of women who hold the PAO specialty is twice the percentage of women in the total Army.¹⁷ This creates management, professional development and "upward mobility" problems as the managers try to fill requirements and place highly qualified female 04s and 05s in key PAO positions.

Another fact is noteworthy -- despite the number of women holding the PAO designation, there has never been a female Corps or MACOM PAO in the Army.¹⁸ Simply stated, the problem is that FA 46 has been wide open to women at accession but highly restrictive at the top. The irony is that it may be closing a bit at the one and while never fully opening at the other.

Altogether, the Army public affairs community has a number of significant problems in managing its female officers. The only current plan to deal with the problems is to restrict the accession numbers to a percentage (9%) reflective of the total Army.¹⁹

CHAPTER IV

THE UNITED STATES MARINE CORPS - A FEW GOOD MEN (AND WOMEN)

The Marine Corps is now enjoying the fruits of an effort begun in 1980 to, as Colonel Walt Deforest, Deputy Chief of Public Affairs for the Corps says, "bring more professionalism, higher quality officers, and more credibility."¹ to the Public Affairs occupational field. Encompassing 73 officers, Occupational Field and Military Occupational Specialty 4302, in the Marine Corps, is awarded to those "Real Marines"² who apply for it and have the academic or experiential background to compete in the field. The long-term nurturing of a Marine PAO is marked by an approach that can be described as keeping feet in the fire.

ACCESSION

Marines become 4302 PAOs (Military Occupation Specialty 4302) through a process of identification of vacancies, solicitation of volunteers and selection of the best available candidates. The numbers are small, averaging less than 15 per year. Most are O2s (1st Lieutenants) but some are more senior officers who have shown potential for or ability as a PAO. The selection criteria are, effectively, the same as those used by the Navy.³

TRAINING AND EDUCATION

No opportunity for training or education is missed by the Marine Corps for its PAOs. All are sent to the Defense Information School for the PAO Course. At least two are sent to advanced civilian schooling each year. Courses offered by the other services are fully exploited -- the Marines seek and fill quotes in both the Army and Air Force Advanced PAO Courses and a similar program at Boston University sponsored by the Department of State.⁴

Professional education in the Marine Corps is highly competitive and selective, but PAOs have fared well in the process. Colonel Deforest stated that Marine Corps PAOs have met or exceeded overall Marine Corps selection rates for schooling since 1980. This includes the Amphibious Warfare Course, Command and Staff College and Senior Service College.⁵

PROFESSIONAL DEVELOPMENT

As in the other services, the PAO structure in the Marine Corps is layered. This allows a career-oriented officer to begin his PAO experience at a low level, under the supervision of another 4302, and gradually but steadily assume more responsibility.

In contrast to the situation in the Navy, where nearly one-third of all PAO billets are in the Washington area, fewer than 10 percent of Marine PAOs serve in the National Capital

Region. According to Colonel Deforest, this "keeps Marine PAOs in the fray -- they are on their own out there. They have to handle business -- we can't help them much from Washington."⁶

PROMOTION OPPORTUNITY

Marine PAOs have, since 1980, done very well at attaining promotions. Of those officers in the primary zone of consideration⁷ for selection, almost 90 percent have, in fact, been selected. Colonel Deforest attributes this to closer management of accessions and insistence on PAOs being managed exclusively as PAOs. He says that "PAOs can't compete with commanders, but, then again, commanders can't compete with PAOs for senior public affairs positions. As long as a PAO gets himself designated a PAO for promotion consideration he'll do fine."⁸

FEMALE OFFICERS

Seventeen of the 73 serving Marine Corps PAOs are women. This fact concerns the MOS monitor, Major Joann Schilling: "We can't assign women to the units afloat, about 25 percent of our billets. This means 20 percent of our force is restricted to only 75 percent of our spaces. We are now limiting the number of women we access."⁹

CHAPTER V

THE U.S. AIR FORCE - THE STATE OF THE PAO ART

Chapter 1 of a pamphlet titled The Air Force Public Affairs Program lays it out -- "If the public affairs officer's judgment is to influence decisions, he or she must establish credentials as an Air Force officer first, and a specialist in public affairs second. Sound public affairs advice and counsel requires professional competence in military science, political science, and human behavioral science."¹ According to Colonel Marvin Harris, Deputy Chief of Public Affairs, Office of the Secretary of the Air Force, the Air Force "grows an absolutely outstanding PAO. Our problem isn't growing them, it's holding on to them. We are losing 20-25 percent of our best ones to the civilian sector."²

The Air Force is exceedingly proud of its public affairs professional development program. It is designed to access, train, nurture, refine and fully utilize a professional public affairs specialist, one who has had the opportunity to learn and apply both basic and advanced skills. In many ways it resembles the programs in the Navy and Army. However, there are enough unique features of the Air Force effort to justify detailed assessment here.

ACCESSION

It isn't easy to become an Air Force PAO. Of more than 105,000 officers in the Air Force, only 559 are managed as Utilization Field 79 Public Affairs officers. Only 51 have been accessed in the last three years.⁴

Regulatory criteria for entry into the field are strict and, apparently, the least flexible of the services. Air Force Regulation 36-23 states that candidates for entry into the 79 Utilization Field must have academic backgrounds in the communications sciences -- journalism, speech, broadcasting, advertising and the like. Moreover, their speaking and writing skills must be attested to by a field commander as part of the application process.⁵

Most accessions are made by senior 02s in their second or third assignment. More senior officers in other utilization fields are allowed to "cross flow" into 79 on an exception basis, but only if they meet the regulatory criteria.⁶

As in the other services, accession numbers are driven by vacancies. The PAO population is virtually equal to the requirements (559 vs. 571).⁷

TRAINING AND EDUCATION

Extensive, continuous and "close to home" are the terms that describe the Air Force training and education program for its PAOs.

It, of course, begins with the Public Affairs Officers Course at the Defense Information School. This is required of all newly accessed code 79 officers. This is also the point at which the Air Force program begins to differ with those of the other services.

While the Navy has trouble squeezing in follow-on training, the Marines scramble for opportunities, and the Army is dealing with its "cast of a thousand," the Air Force can offer something in the way of continuing training to nearly every one of its serving PAOs. Moreover, the courses offered are tailored to the specific needs of a particular PAO and are administered by the Air Force. They are:⁸

The Air Force Short Course in Communication at the University of Oklahoma (referred to in Chapters III and IV). Two classes annually of six weeks duration, eight graduate semester hours credit in communications science. 20 quotas annually.

The Public Affairs Skills Enhancement Workshop -- a one-week course offered as necessary for lieutenants, captains, and others about to become base-level chiefs of public affairs. It is held at the Air Force Academy and is an intensive program aimed at building confidence and program management skills.

The Air Force Institute of Technology -- Four quotas annually for Masters and Ph.D. level programs in communications science. Conducted at Wright-Patterson Air Force Base, Ohio, the program produces Air Force trained, post-graduate level expertise in public affairs skills. It is the only service-sponsored program that aims at producing a Ph.D.

As for purely professional military education, an Air Force PAO competes for attendance at Command and Staff College and Senior Service College with all other Air Force officers. Colonel Harris says that PAOs get, "at least their fair share" of slots in service schools.⁹

PROFESSIONAL DEVELOPMENT

Given the breadth and magnitude of the Air Force's education and training effort for its PAOs, it is no surprise that an Air Force PAO gets ample opportunity to use and develop his skills. The structure includes base, numbered Air Force, Major Command, Joint Command, Unified Command, Air Staff, Department of Defense and White House-level positions. Except at the base level, an Air Force PAO will serve under the supervision of an experienced supervisor before assuming the next higher level of responsibility.

The apparent key to this system is the number of bases the Air Force maintains. Virtually every one of them (nearly 270 worldwide) has an Air Force officer PAO position and, in the words of Colonel Harris, "PAOs at the base level are very much on their own. The PAO staff in Washington or at a major Air Force command has to rely on a local PAO being able to do the job. If they can't, they are replaced."¹⁰

While not formally codified as in the Navy "career model" or the Army "PAO Philosophy," the Air Force PAO professional development effort seeks to expose PAOs to ever increasing levels of responsibility at ever higher levels of command or authority.¹¹ The question, of course, is how "upward mobility of quality" is managed when the number of officers holding the 79 Code is less than the number of spaces requiring an officer? "This is a problem," says Colonel Harris. "We sometimes fall

short of being able to fill requirements with high quality performers. We are constantly making hard personnel management decisions.¹²

PROMOTION OPPORTUNITY

The Air Force was unwilling to provide specific promotion data for PAOs. However, they state that selection rates for PAOs to 04, 05 and 06 track nearly identically with those for all non-rated¹³ officers.

If this is true, then it was clear from the information provided that Air Force captains do not get promoted to major at the same rate as their rated counterparts. However, no noticeable difference occurs in competition for 05 or 06 selection. Thus, there may or may not be a problem. Neither Colonel Harris or those on his staff who are monitoring long-term professional development issues expressed any concern about promotion opportunity for Air Force PAOs.

This, alone, is a marked contrast to the situation in the Navy and Army.

FEMALE OFFICERS

This is another area in which the Air Force program has marked differences with those in the other services -- no combat exclusion billets, no concern about the percentage of women holding the designation, no concern about upward mobility. Indeed, the only concern expressed came from Colonel Harris. "Our problem with women in public affairs is keeping

them in the Air Force. We lose many exceptionally talented women to the civilian sector -- our women are bright, qualified, tough and experienced. The civil sector takes them almost as fast as the Air Force grows them."¹⁵

CHAPTER VI

THE UNITED STATES COAST GUARD - "EVERYONE IS A PAO"

"Everyone who is a member or employee of the Coast Guard has a public affairs job to do."¹ Although a part of the Department of Defense only during wartime, the United States Coast Guard sees itself in warrior terms and, as is evident in the opening statement, takes a very aggressive view of its public affairs program. Therefore, it is both appropriate and instructive to assess the Coast Guard's public affairs officer professional development program.

ACCESSION

There are no designated Public Affairs Officers in the Coast Guard. All of those who eventually assume duty in one of the District, area or Headquarters Coast Guard PAO billets (totalling less than 20) begin as what is called a "Collateral Duty" PAO. Commanders are expected to select these PAOs from among the officers in their units.²

A "menu" is offered as an aid in the selection process. This pedigree includes education (training or experience in journalism, public relations or broadcasting), enthusiasm, maturity, speaking skills, and something called personality. Strong emphasis is given to the notion of the PAO job being given to someone who wants it.³

Captain Randall D. Peterson, current Chief of Public Affairs in Headquarters, United States Coast Guard, stated that Coast Guard officer fitness reports are monitored closely to identify officers with long-term potential as public affairs officers. "We consult with and come to agreement with detailers on who should fill dedicated public affairs positions," says Peterson, "We must capitalize on the opportunity to keep good people in the public affairs business."⁴

TRAINING AND EDUCATION

Small numbers do not equate to minimal effort in training and educating Coast Guard officers in public affairs skills. Officers assigned as PAOs are sent to the Public Affairs Officers Course at the Defense Information School. One officer per year is sent to advanced civil schooling to earn a Master's degree in one of the communications sciences. Experienced PAOs are sent to mid and senior level courses offered by the other services or DINFOS. Captain Peterson says that "the Coast Guard does all it can to insure our officers succeed -- we used to believe our programs sold themselves, but now we know our PAOs must get our message out."⁵

A thoroughly unique feature of the Coast Guard program is its five-day Commanding Officer/Collateral Duty Public Affairs Officer Course at the Defense Information School. The course is designed, as the Program of Instruction says,

"To develop an awareness and recognition among Coast Guard officers ... of public affairs as a function of command and to train attendees in the basic principles and techniques used in carrying out a unit public affairs program"⁶

According to Captain Peterson, "There is hardly a commander out there who hasn't been to this course. It has done a lot to change attitudes in the Coast Guard about public affairs."⁷

PROFESSIONAL DEVELOPMENT

Several factors play in preventing long-term, sophisticated professional development of Coast Guard PAOs. Among them are the small size of the force (less than 20 officers), the lack of a deeply layered structure in and around the service (there are only three layers in the formal Coast Guard public affairs hierarchy -- Headquarters, Coast Guard, Area and District) and the fact that even the best Coast Guard PAO only does it part-time -- he is, first and foremost, a "Guardian of the Sea."⁸

It is important to note, however, that, according to Captain Peterson, the fact of a Coast Guard officer having been a PAO has never been harmful to a career.⁹

PROMOTION OPPORTUNITY & FEMALE OFFICERS

In that all Coast Guard officers are managed as General Duty Officers, there is no pertinent and specific data available.

CHAPTER VII

THE DEFENSE INFORMATION SCHOOL

For the past 25 years, an entity known as the Defense Information School (DINFOS) has existed to serve as the "center of public affairs training and doctrine for the Department of Defense."¹ Currently located at the Army's Soldier Support Center, Ft. Benjamin Harrison, Indiana, it offers nearly 3000 military and civilian students per year training in journalism, editing, photography, broadcasting, media management, public relations and social research.²

Of interest in this study are those courses offered by DINFOS that serve as components of the various services' PAO professional development. Perhaps of even more interest are courses, notional or existing, that are not being used at all or are not being used to full advantage.

What is clear is the enormous educational capacity and capability at DINFOS. All services extol its basic product -- the entry level PAO. Some services ask it for more and, apparently, it delivers. The current commandant, Army Colonel Edward M. McDonald states, unequivocally, that "the DINFOS can teach anyone in DOD what he or she needs to know and can enhance the skills he or she must have in order to operate effectively with the public or the media. We can even take the instruction to the student."³

Following are pertinent courses offered, and an overview of their content:

PUBLIC AFFAIRS OFFICER COURSE: Nine weeks and three days of 372 academic hours that provide instruction in and assess comprehension of "the theory, concepts, policies and principles of community relations within the military environment, public affairs communication, speech and research, and basic journalist and broadcast instruction necessary for the public affairs officer, foreign area studies, and public affairs policies unique to each service."⁴ Up to 50 students are trained in each class.⁵ Academically intense, the course is recognized as certificate-worthy by the accrediting agency for the area, the North Central Association of Colleges and Schools.⁶

A noteworthy feature of the course is the 22 hours of what is called "service-unique" instruction. According to Mr. Russell Bauer, Chief of Course Development at the school, this instruction is almost entirely in the hands of each service's Chief of Information or Public Affairs. "As long as the material covered fits the scope of the course, the service unique stuff is the business of that particular service," he says. "The content of those 22 hours is very dynamic -- it changes with the pressures being felt by the service. The students leave here up to speed on what's happening in their service."⁷

COMMANDING OFFICER'S PUBLIC AFFAIRS COURSE (COAST GUARD): Five days of 39 academic hours that offer instruction in the theory, concepts, policy and principles of unit public affairs programs, mass communications theory, media relations practices

and community relations.⁸ As mentioned in Chapter VI, the Coast Guard uses this course to insure that its commanders in the field and "collateral duty" PAOs have an "awareness and recognition" of public affairs as a function of command.⁹

SENIOR PUBLIC AFFAIRS OFFICER COURSE: Four and one-half days and 38 hours of seminar-type graduate-level public affairs related offerings in current public affairs related trends, issues, programs, technological advances and practices.¹⁰ Offered twice per year to 40 experienced, senior (O-4 and above, GS-11 and above) public affairs professionals, it uses lectures, panels and other presentations to show new concepts about and approaches to public affairs problems.¹¹

Given the concern the different services have about the professional development of PAOs at the midpoint of their careers, it is interesting to note that DINFOS has developed a course to fill this need.

The proposed course, ADVANCED PUBLIC AFFAIRS COURSE, was designed to provide mid-level career public affairs officers and civilians with advanced theory, techniques and practices in areas of management, communication, technology, knowledge of publics, service unique and joint service developments to enhance professional development.¹⁶ This would consume 78 hours of instruction over two weeks. The only glaring differences between this course and the Air Force Short Course (Chapter V) and the Army Advanced Course (Chapter L) would be its duration (two weeks vs. four or nine weeks) and location (Ft. Harrison vs. University of Oklahoma or South Carolina).

DINFOS could accommodate 80 students per year. The annual combined total for the current Air Force and Army programs is 52 students. The question is: "Is this a missed opportunity, a waste of taxpayer dollars, or both?"

Mr. Jack Rubek, the Director of Academic Services at DINFOS, who has been with the school since its founding, had a ready answer. "If we aren't doing something for the services in public affairs training it's because they haven't asked," he said. "We are, and ought to be, the center of public affairs thought, learning and training for the DOD. There is nothing we can't do or learn to do for them, but sometimes they'd just rather do it for themselves."¹³

CHAPTER VIII

FLAG OFFICERS - PAOs GROW THEIR OWN BUT LET OTHERS TRAIN THEM

The apex of an officer's professional development is, arguably, selection for flag rank.¹ It is interesting, especially in the context of this study, that evidence is almost irrefutable that, of all professional development issues, the services are in strongest agreement as to what "pedigree" a flag officer in the public affairs structures in each service ought to have "Without exception, the services grow their own" generals and admirals from PAO Ranks. Indeed, with the exception of the current Army Chief of Public Affairs, Brigadier General Brady, every current and former Chief of Information or Public Affairs in any of the services has emerged from the O6s in that service's PAO career field.

In marked contrast to this fact is the manner in which other officers selected for flag rank, but who do not have a public affairs background and who are not programmed to be a Chief of Public Affairs or Information, are prepared for their dealings with the media. Every service contracts for the services of a civilian media consultant to train its generals and admirals in the skills required in facing journalists. When asked why this was done, Rear Admiral Finkelstein cited the breadth of experience and overall credibility of civilian media consultants as the primary reason. He also stated that

newly selected admirals have more confidence in what they learn about dealing with the civilian media when they learn it from civilians.²

The dichotomy in flag officer preparation seems difficult to justify. Why is "in-house" development acceptable for the officers who serve as the senior public affairs advisers to the military department secretaries and unsatisfactory for other flag officers who will face the public? Does the difference contribute to or create a lack of confidence in military PAOs by senior officers? Is there any real difference in the expertise held within DOD and that sold by civilian consultants? Is the expense associated with hiring civilian consultants consistent with the need for DOD to get full value out of every dollar?

Given the intuitive and virtually irrefutable answers to these questions, it is probably time for a thorough review of flag officer media-relations training.

CHAPTER IX

CONCLUSIONS -- SAME DESTINATION, DIFFERENT ROUTES

What conclusions can be drawn at this point? It is clear that the professional development of public affairs officers in each service is a multifaceted, service unique product of accession, education, training and assignments. It is equally clear that each service aims at producing the same sort of professional Public Affairs Officer -- a credible member of his service and a master of his craft.

What isn't clear is why some of the service unique variables exist -- why, for example, does one service access many more officers into public affairs than could ever be fully developed and utilized while the others access only to fill vacancies in billets? Why do all of the services place virtually every newly accessed PAO into the DINFOS PAO Course and all but ignore DINFOS as a long-term professional development source? Why, as discussed in the previous chapter, do the services grow their own PAO generals and admirals, but turn the rest of the generals and admirals over to civilian contractors for training in media relations? Finally, why are the Army and Air Force paying universities to refine the skills of a few mid-level and senior PAOs every summer when DINFOS could train almost all of them?

The conclusions, I believe, are easily drawn. The facts are: that accessions can be done somewhat differently and with an even greater degree of commonality across the services; that

DINFOS can serve as a mid and senior level training resource; that DINFOS can serve as the media relations training base for flag officers; and that the Army and Air Force can abandon their university-based "advanced courses" and apply the resources to a DINFOS-based program.

CHAPTER X

RECOMMENDATIONS -- MORE, BETTER, SMARTER, CHEAPER

After all is said and done,

"...the information man is a stepchild of the bureaucracy, constantly struggling for legitimacy. As the most visible points of public contact with the communications media, he is a ready-made scapegoat for his agency when policies or programs misfire -- happenings that might not occur had he been consulted in the decision-making process."¹

Given this as reality, we must do as well as we can in building the "information man." Even the darkest view of the comment by Mr. Reed that triggered this study would be a reasonably positive assessment of where we are. However, there is room for improvement and, as another era of fiscal austerity settles over the DOD, ample reason to do more, do it better, do it smarter and, by all means, do it cheaper.

Some recommendations are in order. None revolutionary, all logical, all, in the current parlance, eminently "doable."

ACCESSION

The Navy, Air Force, Marine Corps and Coast Guard must access more officers into their PAO specialties. It simply makes no sense to lock a service into the long-term management of "eaches." This leaves billets, training opportunities or both vacant. The simple act of accessing at 10 to 20 percent above requirements would eliminate all of the frustrations attending the current system.

An argument can be made that over-accessing leads to under utilization. This, of course, posits the necessity of a value judgment -- which is more desirable in the future, selecting the best of several available to fill a billet or leaving a billet empty (and a commander in the public view under-advised)? Given the fact of sunk cost in the training base, the answer is obvious.²

TRAINING AND EDUCATION

1. The Assistant Secretary of Defense, Public Affairs should mandate that a DINFOS-based Advanced Public Affairs Course be the mid to senior level PAO skill enhancement and refinement course. There is nothing being taught at either the Army or Air Force courses at the Universities of South Carolina and Oklahoma that can't be taught as well and less expensively at DINFOS. Additionally, many more of those officers who need this level of training will get it.

2. The Assistant Secretary of Defense, Public Affairs should recommend and offer the Coast Guard Commanders and Collateral Duty Public Affairs Course to the other services and, more importantly, to officers enroute to station, base, community and equivalent command positions. It is vital that commanders and "first-time" PAOs have access to a short duration but information intense program of this nature in order to minimize the chances for public affairs disasters.

PROFESSIONAL DEVELOPMENT

The Assistant Secretary of Defense, Public Affairs should mandate that all services publish a Career Model such as that developed by the Navy. Only a "menu" gives the officer in a PAO specialty a sense of direction to his own professional development efforts. A model also serves as a buffer against the occasional vagaries of the assignment process.

FLAG OFFICER MEDIA RELATIONS TRAINING

The Assistant Secretary of Defense, Public Affairs should mandate that flag officer media relations training be given within existing DOD agencies and activities. The current system of contracting civilian trainers is giving several wrong messages to generals and admirals -- there is insufficient expertise in the services to deal with media training; DINFOS is incapable of doing the training, civilian consultants have a corner on media relations expertise, etc. All of this is wasteful and harmful.

SUMMARY

Taken together, these recommendations would eliminate many of the current problems in Public Affairs Officer professional development. More accessions eliminate vacant billets. More use of the Defense Information School's capabilities eliminates missed training opportunities and saves the money being paid to civilian institutions. Career Models eliminate confusion and allow early identification of those with potential (and those

without). Finally, and perhaps most importantly, training flag officers purely within DOD assets should raise the confidence level of senior officers in their PAOs. The long term value of this is incalculable, but intuitively positive for the PAO community.

Our critics would have us get on with it. I agree.

ENDNOTES

1. Fred Reed "Navy Has Self to Blame for Bad Press," Army Times, 12 Sep 88, p. 78.

2. J. William Fulbright, The Pentagon Propaganda Machine, New York, 1970, p H-12.

3. Juergen Arther Heise, Minimum Disclosure: How the Pentagon Manipulates the News (New York: W.W. Norton) 1979, p. 11.

4. "Will This Bird Fly, TIME, 5 December 1988, p. 37.

5. "Confidence," Newsweek, 24 March 1988, p. 19.

6. David A. Haberman and Harry A. Dolphin, Public Relations, The Necessary Art, 1988, p. III

7. This refers to an officer familiar with his service's units, training programs, tactical procedures, and command structure.

(Ch. 2)

1. Brent Baker, "A Study of Public Affairs Officer Career Development and Professional Education-Training, Washington, Department of the Navy, p. 12.

2. Ibid, p. 1.

3. Ibid, p. 18.

4. Ibid, p. D-1.

5. Ibid, p. 26

6. "Public Affairs Officer Course," Program of Instruction 76-46A, Defense Information School, 1987, p. II-1.

7. Baker, p. 27.

8. Ibid, p. 24-25

9. Ibid, p. I-1

10. Ibid, p. I-5

11. Naval officers with skills and specialties not specifically in the warfighting arena. Lawyers, supply specialists, etc. account for the "Unrestricted Line." They are accessed, managed and promoted in groups of their specific peers.

12. Baker, p. 28.

13. Ibid, p. 34

14. Ibid, p. 37

(Ch. 3)

1. At accession, a U.S. Army officer is assigned to one of 16 branches (Armor, Special Forces, Artillery, Infantry, Aviation, Air Defense, Engineer, Chemical, Signal, Military Intelligence, Military Police, Ordinance, Adjutant General, Transportation, Quartermaster, or Finance). He or she remains a member of that branch throughout his or her career. It should also be noted that Army officers compete against all others for school selection and promotion, not just with members of their branch.

2. The letter from BG Brady, Army Chief of Public Affairs, to the Total Army Personnel Agency is at Appendix 2.

3. U.S. Department of the Army, Army Regulation 611-101, pp. 1-4 Officer Specialty Classification. Washington, 1985

4. Ibid, p. 4-14.

5. Ibid, 2-2.

6. U.S. Department of the Army, Army Regulation 610-40, p. 1-2 Advanced Civilian Education. Washington, 1983.

7. U.S. Department of the Army, DA Pamphlet 600-3, p. 4-6, Officer Personnel Management, Washington, 1987.

8. Army Advanced Public Affairs Course, U.S. Army Office of the Chief of Public Affairs, Fact Sheet, Appendix 2.

9. Training With Industry, U.S. Army Office of the Chief of Public Affairs, Appendix 2, Fact Sheet.

10. PAO Philosophy, U.S. Army Office of the Chief of Public Affairs, Appendix 2.

11. DA Pamphlet 600-3, p. 4-19.

12. Noted from Office Chief of Public Affairs internal study, Appendix 2.

13. Corps Headquarters with 05 PAO.

14. Army or other 4-star Headquarters with 06 PAO.

15. Functional Area 46 Graphs, U.S. Army Total Army Personnel Activity, Appendix 2.

16. Interview with Patrick H. Brady, BO, U.S. Army Office of the Chief of Public Affairs, Washington, 17 November 1988.

17. Functional Area 46 Graphs, U.S. Army Total Army Personnel Activity, Appendix 2.

18. Ibid.

19. Ibid.

(Ch. 4)

1. Interview with Walter Deforest, COL, U.S. Marine Corps Officer of Chief of Information, Washington, 16 November 1988.

2. Officers are accessed into the MOS only after performing well in their initial tour with an operational, tactical unit.

3. U.S. Department of the Navy, U.S. Marine Corps MOS Manual, p. 1-56, Washington, 1986.

4. DeForest.

5. Ibid.

6. Ibid.

7. Define P2.

8. Interview with Joanne Schilling, MAJ, U.S. Marine Corps Office of Chief of Information, Washington, 16 November 1988.

(Ch. 5)

1. The Air Force Public Affairs Program, Washington, 1987, p. 3.

2. Interview with Charles D. Harris, COL, U.S. Air Force Office of the Chief of Public Affairs, 15 November 1988

3. Ibid.

4. "Air Force Snapshots," Air Force, Washington, May 1988, p. 80.

5. U.S. Department of the Air Force, Air Force Regulation 36-23, Officer Personnel Specialties, Washington, 1986, p. 27.

6. Ibid.
7. Air Force Public Affairs Program, p. 11
8. Background Paper, Air Force PA Training Program, 1988, p. 1.
9. Interview with Harris.
10. Ibid.
11. Interview with Kellie D. Rebscher, CPT, U.S. Air Force Office of the Chief of Public Affairs, 17 November 1988
12. Interview with Harris.
13. Non-rater denotes an officer who is not a pilot or navigator.
14. Data from Promotion Data Sheet, Background Paper.
15. Interview with Harris.

(Ch. 6)

1. Public Affairs Manual, United States Coast Guard, Washington, 1987, p. 1-4.
2. Ibid. p 1-10.
3. Ibid.
4. Interview with Randall Peterson, CAPT, U.S. Coast Guard Division of Public Affairs, Washington, 15 November 1988.
5. Ibid.
6. Commanding Officer's Public Affairs Course Program of Instruction, DINFOS, Ft. Harrison, IN, 1987, p. 2.
7. Interview with Peterson.
8. PAOGRAM, Office of Chief of Public Affairs, HQ USCG, Washington, 1988, p. 1.

(Ch. 7)

1. Fact Sheet, Defense Information School, Indianapolis, 1988, p. 1.
2. Ibid, p. 2.

3. Interview with Edward McDonald, CDL, Defense Information School Office of the Commandant, Indianapolis, 30 November 1988.

4. Public Affairs Officer Course Program of Instruction, DINFOS, Indianapolis 1986, p. II 1-2.

5. A typical class has 16 Army, 10 Air Force, 10 Navy, 2 USCG, 6 Marine and 6 PDAC POI, p. II-3.

7. Interview with Russell Bauer, DINFOS Office of Program Development, Indianapolis, 29 November 1988.

8. Commanding Officers Public Affairs Course Program of Instruction, DINFOS, Indianapolis, 1986, p. 2.

9. Ibid.

10. Senior Public Affairs Course Program of Instruction, DINFOS, Indianapolis, 1985, p. 1.

11. Ibid, p. 4.

12. Advanced Public Affairs Course Program of Instruction, DINFOS, Indianapolis, 1985, p. 1.

13. Interview with Jack Rubek, DINFOS Office of Director of Academic Services, Indianapolis, 29 November 1988.

(Ch. 8)

1. "Flag rank" refers to officers earning selection to pay grades 07 through 010. Tradition entitles these officers to display flags with stars relative to their specific rank on vehicles, buildings, etc.

2. Interview with J.B. Finkelstein, RADM, U.S. Navy Office of The Chief of Information, Washington, 16 November 1988.

(Ch. 10)

1. Henry Sharer, "Information in the Hierarchy," in Ray Eldon Hiebert and Carlton E. Spitzer, eds., The Voice of Government (New York: Wiley, 1968), p. 69.

2. "Sunk cost" is, in economic terms, monies invested in resources that are unaffected by the level of use a resource gets.

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3. Herse, Juergen Arthur, Minimum Disclosure: How the Pentagon Manipulates the News. New York: W.W. Norton, 1979.
4. Scharer, Henry, "Information in the Hierarchy," in Ray Eldon Hiebert and Carlton E. Spitzer, eds, The Voice of Government. New York: Wiley, 1968.
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8. "Will This Bird Fly." TIME, 5 December 1988, 37.
9. "Confidence," Newsweek, Vol. 42, 24 March 1988, p. 19.
10. PAO GRAM, U.S. Coast Guard. Washington, 1988.
11. Swartz, James E., The Professionalization of Pentagon Public Affairs: The Evolution of a Role in the United States Federal Government, 1947-1967. Thesis. The University of Iowa, December, 1985.
12. U.S. Department of Defense. DOD Directive 5122.5: Responsibilities and Authority - Assistant Secretary of Defense, Public Affairs. Washington.
13. U.S. Department of Defense. DOD Directive 5160.48: Information Activity Training. Washington.
14. U.S. Department of Defense. DOD Directive 5400.10: Implementation of the Freedom of Information Act. Washington.
15. U.S. Department of Defense. DOD Directive 5410.19: Community Relations Activities. Washington.
16. U.S. Department of the Army, Army Regulation 611-101: Officer Professional Development. Washington.

17. U.S. Department of the Army, DA Pamphlet 600-3: Officer Personnel Management System. Washington.

18. U.S. Department of the Air Force, Air Force Regulation 36-23: Utilization Field 59. Washington: March 1986.

19. United States Marine Corps. United States Marine Corps MOS Manual. Washington: February 1987.

20. Defense Information School. Program of Instruction, Senior Public Affairs Officer Course 76-F1, Fort Benjamin Harrison, Indiana: Defense Information School, 1986.

21. Defense Information School. Program of Instruction, Public Affairs Officer Course 76-46A Fort Benjamin Harrison, Indiana: Defense Information School, 1986.

22. Defense Information School. Program of Instruction, Commanding Officer's Public Affairs Course 241850. Fort Benjamin Harrison, Indiana: Defense Information School, 1987.

23. United States Coast Guard, The Coast Guard Public Affairs Manual, Washington: 1987.

24. United States Air Force, The Air Force Public Affairs Program, Washington: 1987.

25. Brady, Patrick H., BG. U.S. Army Office of the Chief of Public Affairs. Personal Interview. Washington. 16 November 1988.

26. Bauer, Russell, Defense Information School Office of Director of Academic Services. Personal Interview. Indianapolis, 29 November 1988.

27. Deforest, Walter, COL Office of the Chief of Information. Personal interview. United States Marine Corps. Washington, 17 November 1988.

28. Finkelstein, J.B., RADM. U.S. Navy Office of the Chief of Information. Personal interview. Washington. 16 November 1988.

29. Harris, Marvin A., COL. U.S. Air Force Office of the Chief of Public Affairs. Personal interview. Washington. 15 November 1988.

30. McDonald, Edward, COL. Defense Information School Office of the Commandant. Personal interview. Indianapolis. 30 November 1988.

31. Peterson, Randall D., CAPT, U.S. Coast Guard Public Affairs Division. Personal interview. Washington. 15 November 1988.

32. Rubek, Jack, Defense Information School Office of Director of Academic Services. Personal interview. Indianapolis. 29 November 1988.

33. Rabscher, Kellie L., CPT. U.S. Air Force Office of the Chief of Public Affairs. Personal interview. Washington. 17 November 1988.

34. Schilling, Joanne, A., MAJ. Office of the Chief of Information, United States Marine Corps. Personal interview. Washington, 17 November 1988.

APPENDIX I

NAVY
PAO CAREER MODEL

OBJECTIVE: To develop a list of PAO "experience traits" for use in developing a career model of the ideal experience mix for the senior (O-5/O-6) 165X PAO. Such traits would be one input used to construct a PAO career experience path to Captain.

EXPERIENCE TRAITS: These experience trait areas would be broad areas, not necessarily related to specific billets. Example experience trait areas, not in any order of priority at this time, are:

- OSD/Joint/Unified Staff
 - Washington - Seat of Government Navy Headquarters
 - Fleet Operational Experience (afloat)
 - CHINFO or CHINFO Field Activity
 - Major Fleet Support Staff (ashore)
 - Independent Duty PAO (own shop)
 - Shore PAO Staff/Office
 - Media Relations Experience
 - Internal Relations Experience
 - Community Relations Experience
 - Post-graduate Education Enrichment
 - Overseas Duty
 - * - College-level (BA/BS) degree in Public Affairs/Communications Arts/Journalism Field
 - * - Designation in Warfare Area (Surface/Air/Submarine)
 - * - PAO Experience (collateral or full-time) as URL, prior to accession
- * Accession criteria

TAB B - 165X CAREER

CAPT	26	CAPT Shore	- Deputy CHINFO/Asst CHINFO
	24		- NMPC, OSD PAO
	22		- CNM, CNAVRES - Fleet Staff
CDR	20	CAPT/CDR Shore	- Deputy CINC PAO
			- OSD, CNO
			- CNET, DINFOS, USNAA - Staff
LCDR	18	CDR Shore	- CHINFO Div Dir
			- Fleet Staff
			- Branch Office Dir, FHTNC - Service College
LT	16	Fifth Tour	- COMNAVFOR Staff
	14		- DEFCOM Staff
			- TYCOM Staff - Service College
LT	12	Fourth Tour	- CHINFO Asst Div Dir
			- Fleet Staff
			- OSD - NAVDIST/NAVBASE
LT	10	Third Tour	- PG School
	8		- OSD
			- Fleet Staff - PAO Det - Battle Group 6th, 7th Fleet
LTJG	6	Second Tour	- Asst: TYCOM, NAVFOR, CINC's
			- Independent: NTC, NAVBASE, NAVSTA
	4	Initial Tour	- Independent
ENS			- Recruiting
			- CHINFO, NAVINREACT, NBS, Branch
ENS	2	LINE TRANSFER	
		Initial Sea Tour	

Source: 1979 CHINFO Restricted Line Officer Study,
Public Affairs Officer Panel

APPENDIX 2



OFFICE OF THE
CHIEF OF PUBLIC AFFAIRS

DEPARTMENT OF THE ARMY
OFFICE OF THE SECRETARY OF THE ARMY
WASHINGTON DC 20310



SAPA-ZDP

30 June 1988

MEMORANDUM FOR COMMANDER, U.S. TOTAL ARMY PERSONNEL AGENCY,
200 STOVALL STREET, ALEXANDRIA, VA 22332-0411

ATTN: DAPC-OPB-A

SUBJECT: Proponent Preferences for Functional Area Designation

1. The Public Affairs community must be representative of the Army's diverse population if we are to remain creditable spokespersons for our commanders. However, current Functional Area 46 strength figures by branch do not parallel those of several branches in terms of being a specific percentage of the Army officer population.

2. The requested figures at the enclosure represent steps to correct specific shortages/overages while still maintaining adequate FA 46 strength in branches already approximating the overall Army figures. Request your personnel managers use these percentages to assist Public Affairs in obtaining the "Army average."

FOR THE CHIEF OF PUBLIC AFFAIRS:

Encl

John F. Donovan, LTC, GS
JOHN F. DONOVAN

Assistant Chief of Public Affairs
for Resource Management

RECIPIENT PREFERENCES
FUNCTIONAL AREA 46

Percentage that should come from:

11	17%
12	8%
13	13%
14	5%
15	10%
18	2%
21	7%
25	8%
31	3%
35	6%
42	4%
44	2%
74	2%
91	4%
92	5%
95	4%

100%

INFORMATION PAPER

SUBJECT: ARMY ADVANCED PUBLIC AFFAIRS TRAINING

FACTS:

1. Advanced public affairs training is available to Functional Area 46 officers; CMF 46 enlisted soldiers who hold a primary MOS of 46Q, 46R or 84Z; and civilian members of the Public Affairs and Communication (PACM) civilian career program. Advanced course training is available through the Air Force Short Course in Communications at Oklahoma University or the Army Advanced Public Affairs Course at the University of South Carolina. The specific requirements are listed below:

OFFICERS

- be in the rank of CPT or above
- be a branch advanced course graduate
- possess a baccalaureate degree
- have a minimum of two years public affairs experience*
- have prior DINFOS training*
- meet Army weight and PT standards

ENLISTED

- be in the rank of E-7 or above
- be currently serving in a public affairs position
- possess a baccalaureate degree*
- meet Army weight and PT standards

CIVILIAN

- be in the grade of GS-11 or above and working in the PACM field
- GS-11s and above must be registered PACM program members
- indorsers must indicate their estimation of the applicant's potential to successfully complete graduate-level academic study

2. Army advanced public affairs training is administered by the Chief of Public Affairs, Department of the Army. All tuition, travel and per diem costs are funded by DA.

3. There is no service obligation incurred by officers who attend advanced public affairs training. However, enlisted students incur a nine-month service obligation, and civilian students incur an obligation of 7.5 months (IAW CPR 410).

4. Selection of students for both training courses is made by a DA selection board commissioned by the Chief of Public Affairs. The board is composed of officer, enlisted and civilian public affairs practitioners.

5. Point of contact for advanced public affairs training is Major Phil Carter, Professional Development Branch, OCPA (AV 225-4660, AC 202 695-4660).

*Request for waivers to these prerequisites will be considered on a case-by-case basis, and should be fully justified by the applicant and supported by the chain of command indorsement.

INFORMATION PAPER

SAPA-ZDP
30 January 1989

SUBJECT: Training With Industry (TWI)

FACTS:

1. The public affairs Training With Industry (TWI) program provides selected officers the opportunity to prepare for future specialized public affairs assignments through on-the-job training in public relations, broadcasting, and print journalism.

2. Specialty 46 officers in the grades of captain through lieutenant colonel spend approximately one year working with a selected industry. Currently the following companies participate:

- Ketchum Public Relations, Pittsburgh, PA
- WTBS, Turner Broadcasting, Atlanta, GA
- The Phoenix Gazette, Phoenix, AZ
- Denver Chamber of Commerce, Denver, CO

3. Officers may apply for TWI at any time under the provisions of AR 621-1. US Total Army Personnel Command (PERSCOM) reviews applications and nominates officers for the approval of the Chief of Public Affairs. Prior to TWI, follow-on assignments are determined by OCPA with concurrence of PERSCOM. An information copy of TWI applications should be furnished OCPA, ATTN: SAPA-ZDP.

4. Points of contact for TWI are the Professional Development Branch, OCPA (AV 225-4600), and the Education Branch, PERSCOM (AV 221-3140).

ARMY PAO PHILOSOPHY

Philosophy: the study or science of the truths or principles underlying all knowledge and being (or reality); a system of philosophical doctrine; the study or science of the principles of a particular branch or subject of knowledge; a system of principles for guidance in practical affairs.

What is PA philosophy

***Questions**

How we conduct our mission?

How well we go about our daily business?

How we conduct our daily business?

How others perceive our daily business conduct?

Does PA fit into the "warrior" mode?

What is Army public affairs?

Is public affairs more so a profession than other functional areas?

Should there be standards of PA performance?

Should there be minimum standards of involvement?

What is/should be functional proponent's minimum involvement in assignment, accession, promotion, schooling, etc., for public affairs officers?

Three models to put together:

1. Clearly tracks officer after branch qualified, and single tracks.

2. Clearly tracks officer after branch qualified, and dual tracks.

3. Clearly tracks MAJ(P)/LTC officer, and single tracks.

How does a public affairs officer remain competitive with his "warrior" peers?

What types of education degrees are specific for accession into the Army public affairs profession?

Should graduate schooling be open to only single trackers?

Should there be branch staff/command grade equivalency for public affairs positions/functions?

PA Philosophy (cont'd)

Functional area representation for DA boards?

Is there a need for refresher PA course/training prior to assuming assignment at certain levels in public affairs?

What is a profession?

What is "mentoring", and should there be a formal mentoring system for Army public affairs?

Should officers be "branch qualified" prior to utilization in their functional area?

Should public affairs officers be "green", or be "professionals?"

What are public affairs priorities? Are they integrated into the PA philosophy?

How are determinations made on the filling of public affairs positions as military or civilian?

What is the follow-on assignment from DINFOS; functional area or branch?

Should functional area 46 officers attend DINFOS prior to attendance in graduate school?

Should certain universities be designated for graduate studies as relates to the Army public affairs discipline?

Should graduate students be tasked to select as a thesis topic an Army public affairs related issue?

What's "branch qualified" mean?

At what point are you "branch qualified"?

What's public affairs qualified mean? (T-REQ)

At what point are you "public affairs qualified"?

Should we have both single and dual track?

What's de facto single track (non-selection for branch command)?

Examine "Joint" impact.

PA Philosophy - Questions (cont'd)

Are there sufficient "joint" PA positions to ensure FA 46 officers meet the requirements of Title IV?

Should everything remain the same or should all rules be changed?

Where do CPA's come from (MACOM CPA's, CORPS CPA's)?

PA Philosophy - Bullets

- Initial public affairs assignment will only occur after the officer is fully branch qualified as defined in DA Pamphlet 600-3.
- Public affairs officers serve in both branch & public affairs assignments throughout career.
- Public affairs recognizes de facto single track WHAT DO WE MEAN BY "RECOGNIZES"?).
- Single tracking will be available to a very few officers who meet the following basic criteria: be MEL 4; serving in the grade of major; and successfully complete at least one assignment in FA 46. Single track limits promotion opportunity and school selection.
- Public affairs education differs for single track vs. dual track officers.
- All public affairs officers will attend the Public Affairs Officers Course at DINFOS (OBC for PA) prior to their initial functional area utilization or attendance at a public affairs graduate degree program.
- Public affairs qualification/validation is required for an officer to be counted against FA 46 0-5 and 0-6 "promotion floors."
- Public affairs qualification/validation requires an officer to have successfully served in a functional area 46 position within a maximum 5-year period prior to Board meeting.
- Public affairs programs and activities support the Army's deterrence and go-to-war mission.
- The performance standard for success as a public affairs officer is completion of the Public Affairs Officers Course, Defense Information School, and meeting/exceeding the standards set for acceptable job performance in a public affairs billet.

ISSUE:

To develop a public affairs model for officer professional development.

DISCUSSION:

a. Not an easy model to develop:

- Lots of opinions and ideas on public affairs.
- Navy and Air Force have different models that seem to work for their service.
- Need to continually articulate to the Army leadership why two-way communications with internal and external publics is important.
- Need to continually articulate to the Army leadership the kind of officers who succeed as a PAOs and who help the Army succeed.
- Need to address the issue of "single tracking."
(Many senior PAOs are in effect single tracking at the present time. Should this be formalized or disallowed?)

b. How serious is the professional development problem of Army PAOs?

- Not as serious as some think. We're getting overall good officers and doing an overall good job according to Army leaders, even if selection boards don't reflect it.
- But the consensus of the committee was that professional development could be improved in several areas. Some specialties do a better job than Functional Area (FA) 46 in selecting and professionally developing their officers.

c. Areas where improvement in public affairs professional development is possible:

- Accessing officers.
- Convincing officers considering FA 46 that it's a worthwhile speciality -- and that a definite plan exists for their professional development between the 8th and 18th year.
- Establishing a formal "mentoring" system of younger PAOs by older PAOs.
- Doing more things as a "profession" -- such as "mentoring" younger members of the speciality, encouraging membership in professional organizations, establishing a "Council of Senior PAO Colonels" to meet annually with the CPA on the overall health of the speciality, etc.

d. Two principles that the committee followed in discussing/recommending improvements to FA 46:

- Be creative and innovative.
- Work within the constraints of OPMS. Don't be so unique that the proposals have little chance of being accepted.

e. Problems that currently exist in how PAOs are accessed (ie, recruited):

- Lack of a system that ensures that FA 46 gets a fair and just share of the quality. (If such a system exists, it's not widely known.)
- Little, if any, contact between prospective PAOs and FA 46 before additional specialities are requested and/or designated.
- Lack of minimum criteria for the kind of officer FA seeks. FA 46 should not be for everyone "who likes to write."

f. Questions that FA 46 must answer to improve the way it schools/trains officers between the 8th and 18th year:

- When should a PAO attend DINFOS?
- What kind of first assignment should a PAO get?
- Under what circumstances should a PAO single-track?
- What PAOs should get a Masters Degree or Training-with-Industry (TWI) assignment?
- Should Corps PAOs have been Division PAOs (or the equivalent)?
- Should MACOM PAOs have been Corps PAOs or the equivalent?
- Should a PAO who's double-tracking be encouraged to accept an assignment in a third speciality or branch-immaterial assignment (ROTC, recruiting, reserve component duty, etc.) during the 8th and 18th year?

g. Data that FA 46 must have readily available in selling FA 46 to prospective officers:

- Last 10 years of Armywide and FA 46 promotion and school selection rates (which hopefully will equal the Army average).
- Last 10 years of Armywide and SC FA battalion- and brigade-selection rates (which hopefully will equal the Army average).
- Assignment profiles of the COLs and LTCs who have succeeded as PAOs.

h. Areas where FA 46 must be more aggressive:

- Convincing its members that we're a quality speciality.
- More widely publicizing what the SA, CSA, and other say about the importance of public affairs.
- Doing more things as a "profession."

i. Is public affairs a profession?

- Probably not to the extent that law, medicine, and the clergy are.
- But at a minimum it's an "emerging profession." Not everyone can do PA work. It takes special knowledge, skills, temperament, and a thorough understanding of how the free press works in a democracy.

j. What are the characteristics of a "profession"?

- Body of knowledge in which practitioners must have demonstrated competence.
- Professional skills that come from professional training.
- Belief in professional values.
- Adherence in professional norms.
- Membership in strong professional organizations.
- Intellectual tradition.

RECOMMENDATIONS FOR THE CHIEF OF PUBLIC AFFAIRS:

a. Insist that SC 46 get its fair and just share of quality officers beginning at the 8th year, or whenever functional areas are designated. This is the time to build a strong speciality. (I understand the designation is being moved to the 7th year and eventually will be moved to the 5th year.)

b. Set the following as mandatory requirements for acceptance into FA 46:

- Bachelors Degree.
- Have been or will have been a company commander or the equivalent by the time the speciality is designated. (There was more unanimity on this criteria than all others.)
- Certification from TAPA that FA 46 has a fair share of the quality of officers in the Army, using whatever system TAPA employs to measure quality across the spectrum of branches.
- No under- or over-represented branch in FA 46. We want to be representative of the Army as a whole.
- An interview (in person or over the phone) by a FA 46 COL or LTC before the prospective officer is "offered" the speciality.

c. In selling SC 46 to prospective officers, emphasize the following:

- FA 46 is a vital speciality to the Army. Cite recent statements by the Army leadership and civilian leaders in public affairs.

- FA 46 officers are promoted, schooled, and selected for command at the Army average or higher. (This admittedly isn't true now but hopefully will be in the future.)

- Opportunities to obtain a Masters Degree or a TWI assignment are as good, if not better, than other specialities.

- FA 46 officers are "strongly encouraged" to double-track because of increased credibility with the Army and the media. Also, it improves an officers chances for promotion, schooling, and nominative assignments if two specialities are interested in him/her.

d. Allow FA 46 senior majors to single-track if they wish and have had their request personally approved by the CPA.

e. Establish the guidelines listed below for assignments and schooling between the 8th and 18th year. Exceptions will only be granted in meritorious cases.

- FA 46 officers will attend DINFOS as soon as possible after having the speciality designated. The course does an excellent job selling the speciality to new officers and preparing them for their first PA assignment.

- An FA 46 officer's first assignment will be in a captain's position working under another FA 46 officer.

- A Corps PAO will have been a Division PAO or the equivalent.

- A MACOM PAO will have been a Corps PAO or the equivalent.

- FA 46 should "suggest" which colleges and universities a PAO should attend to obtain an advanced degree. FA 46 will work very closely with the school on curriculum development, independent study projects, thesis topics, etc. FA 46 will maintain close contact with the school and the student on the student's academic progress.

f. Aggressively publicize with the Army leadership and the rest of the Army that public affairs is an "emerging profession." Point out that FA 46 has the same kinds of "specialized knowledge," "professional skills and values," and "professional organizations" as law, medicine, and the clergy.

g. Publish an annual booklet describing the "specialized knowledge" and "professional skills and values" that PAOs must possess before they're allowed to practice the speciality. Include in the booklet examples of public affairs successes the Army has enjoyed and public affairs challenges facing the Army. Ensure that senior Army leaders get copies of the booklet.

h. "Strongly encourage" membership of PAOs in one of three professional organizations: Public Relations Society of America (PRSA), International Association of Business Communicators (IABC), and Sigma Delta Chi (a journalism honorary). Widely publicize who belongs to the organization and the benefits of such membership.

i. Establish a "Council of Senior PAO Colonels" to meet annually with the CPA. Among the responsibilities of the council will be to recommend ways to improve the professional competence of FA 46 members, to include "decertifying" those who are not working in the field, have had sub-standard performances of duty, have brought discredit on the speciality, etc.

j. Make the "New Monthly Update" (which begins publication in November 88) a quality professional development bulletin. (The bulletin will consist of four sections: Army Issues, Practice of Public Affairs, Other Professional Development Topics, and Speeches.)

k. Assign each new PAO to a "mentor" who would advise the new officer on how to succeed in the speciality and then monitor the individual's career. The mentor could intercede on the officer's behalf on assignments, resolution of problems, etc. The mentor would be particularly helpful early in the officer's PAO career. Such "collegiality" among officers is frequently missing today.)

l. Tie each fully-funded/TWI position to a specific PAO assignment. That is, the officer receiving a Masters Degree at government expense or undergoing training-with-industry would know far in advance what follow-on assignment he/she will receive.

m. Strongly discourage an officer double-tracking in public affairs and a branch to be siphoned off to a third speciality or branch-immaterial assignment between the 8th and 18th years. There just isn't enough time during this period to be trained in more than two specialities, in our view.


M. J. LUNDBERG
COL, GS
Work Group Leader

[illegible]

★	★	★	★	★
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DOPWA PROMOTION				
OBJECTIVE				

MILITARY SCHOOLING	[O]	[CAS ³]	[SENIOR SERVICE COLLEGE]
	[B]		
	[C]	[ADV CRS]	[CGSC-COOP]
			[AWCSC]

ADDITIONAL SKILL PRODUCING SCHOOLS

[DINFOS]
[AAPAC]

CIVILIAN SCHOOLING

CAREER FIELD	[DEVELOPMENT IN]	[FIRST PUBLIC AFFAIRS]	BRANCH UTILIZATION, ADDITIONAL
EXPERIENCE	[BRANCH]	[ASSIGNMENT AND BRANCH/]	PUBLIC AFFAIRS AND/OR BRANCH
		[IMMATERIAL ASSIGNMENTS]	IMMATERIAL ASSIGNMENTS

SENIOR STAFF OFFICER	[BATTALION] [BRIGADE/GROUP] [DIVISION]	
	[SQUADRON] [MACOM/FOAS] [CORPS/MACOM]	
		MACOM/ARSTAFF
	[INSTALLATIONS] [ARSTAFF/FOAS] [JOINT/COMBINED/DOD]	
		[INSTALLATIONS]

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**DOPMA PROMOTION
OBJECTIVE**

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EXAMPLE: 2LT Studs McKenzie - infantry officer with a Bachelor of Science in Journalism.

***1-Attends IOBC/Airborne/Ranger training.**

*2-Reports to 25th Inf Div - serves as platoon leader and XO in a rifle company.

***3-Attends Infantry Officer Advanced Course.**

*4-Reports to 82d Abn Div, FT Bragg - serves as XO, Co Cdr and Bn S-4 for 30 months.

*5-Goes TDY to CAS³ and DINFOS - commands a public affairs detachment for 24 months.

***6-Attends C&GSC/Coop Program.**

*7-Reports to 3d Armd Div - serves as PAO for 18 months (defers AERB payback).

*8-Transfers to an infantry battalion - serves as a Bn S-3 and XO for 36 months.

*9-Reports to DA OCPA - serves for 24 months (AERB payback) - selected for battalion command.

*10-Reports to 82d Abn Div - commands a battalion for 24 months.

*11-Serves as 18th Abn Corps PAO for 12 months.

*12-Attends Army War College - selected for brigade command.

*13-Reports to 82d Abn Div - commands a brigade for 24 months.

*14-Reports to HQ USAREUR - serves as CPA for 24 months - selected for BG.

*15-Reports to DA OCPA - serves as the DCPA for 18 months.

*16-Reports to 82d Abn Div - serves as ADC for 18 months - selected for MG.

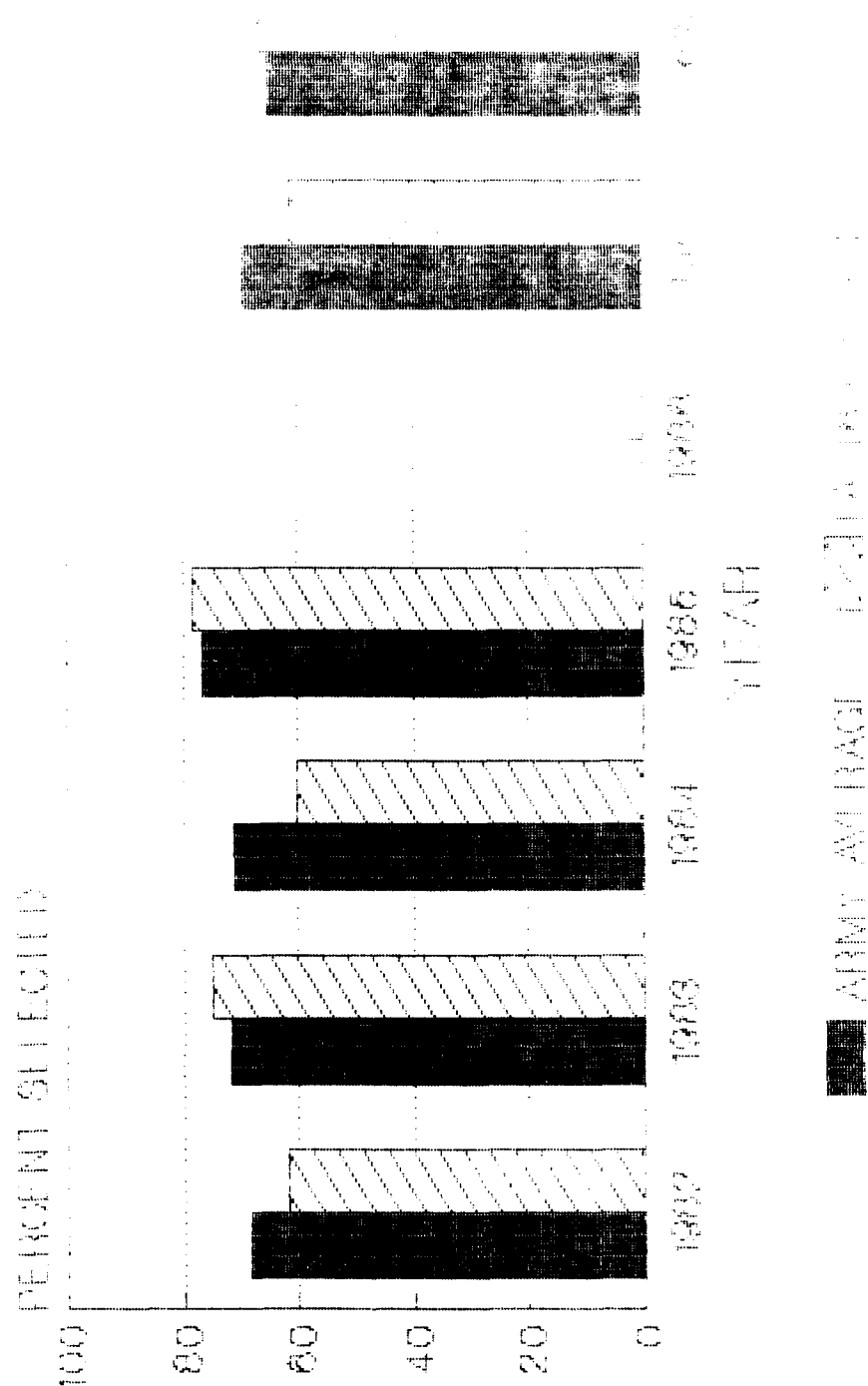
*17-Reports to DA OCPA - serves as CPA.

SINGLE TRACK
PUBLIC AFFAIRS

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EXAMPLE: 2LT Otto Maddock - field artillery officer with a Bachelor of Science degree in Marketing.																															
*1-Attends FAOBC and Airborne training.																															
*2-Reports to 10th Inf Div - serves as platoon leader and XO.																															
*3-Attends FAOAC and DINFOS.																															
*4-Reports to 2d Inf Div - serves as battery XO - extends 6 months to command for one year.																															
*5-Attends CAS3 and Graduate School and receives a Masters Degree in Mass Communications.																															
*6-Reports to XVIII Abn Corps - serves two years as a press officer.																															
*7-Reports to 82d Abn Div - serves two years as the PAO.																															
*8-Attends CGSC and PA TWI.																															
*9-Reports to DA OCPA - works in P&P and media relations.																															
*10-Reports to V Corps - serves as the PAO - completes AMCCSC.																															
*11-Reports to DoD Public Affairs - serves in media relations for 3 years.																															
*12-Reports to HQ USSOCOM - serves as the PAO for 2 years - selected for BG.																															
*13-Reports to DA OCPA - serves as DCPA for two years.																															
*14-Serves as CPA.																															

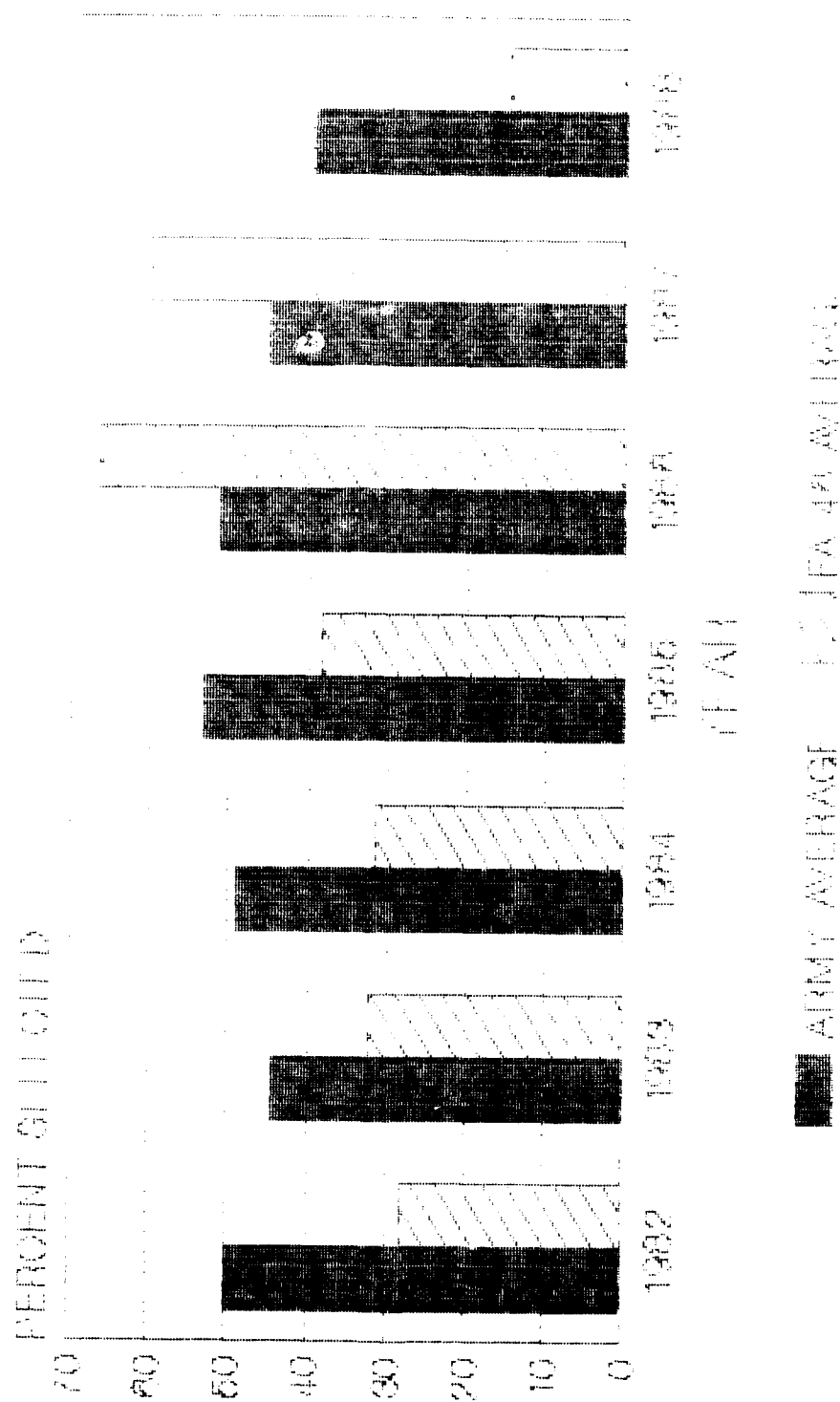
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GROUP 3 (USIA/DA, MACJ On Demand, 221 6118)

SELECTION RATES TO COL



SOURCE: USARPAC MAJ COMBATS, 221 3116